



Key Concept Collaboration, Collaboration, and More Collaboration

CHAPTER ONE

Using the Community Partnership Approach

Joint projects occur at many different levels of partnering agencies' development responsibilities, interest, governing authority, and funding. For example, if only WSDOT is funding and leading a project, there is still a certain level of partnership because WSDOT does not build *anything* that is not within the bounds of some local agency. All of WSDOT's projects affect some local or other agency such as a port district, the Washington State Department of Ecology, or a tribal government. Thus, that agency needs to know what WSDOT is doing and be afforded some level of input. Likewise, agencies designing and/or seeking funding to make improvements on state routes owned by WSDOT have an obligation to coordinate with WSDOT because of its operational and maintenance responsibilities.

The best practices for joint or partnership projects discussed in this document are most suited for those projects where two or more agencies have a strong vested interest in the outcome of changes to a given transportation system, such as a project where the state route serves as the "Main Street" or main arterial through a community.

These type of projects require a mindset that is different from what you need when you're operating as "just the WSDOT" or "just the local jurisdiction." On these projects all agencies involved should be thinking in terms of multiple project partners, rather than as a single agency. And, all parties need to think collaboration, communication, and appropriate compromise. This *Guide-*

book details how these elements can be incorporated through every phase of joint projects.

Successful Project Design and Delivery is a Two-Way Street

There's no "bad guy" or "good guy." Initiating a project the right way—in an atmosphere of collaboration and partnership—can go a long way toward ensuring that all parties, whether they be local, state, tribal, railroads, private, or federal, are participating in a project vision they can agree to. This collaboration is only maintained through a comprehensive communication effort that is strictly followed from project visioning through to the very end of construction.



photo Mike Westbay, WSDOT

▲ WSDOT joined local dignitaries in a groundbreaking ceremony for a new interchange in Pasco. The community considers this project one of the area's primary transportation needs. Located on US 395, it is a vital north-south corridor through eastern Washington connecting international shipments between Canada and Mexico. Hillsboro Street is the only access route to the Port of Pasco Processing Center, Burlington Northern Railroad Hump Yard, and many trucking business centers including a major commercial truck stop.

Figure 2. A Model for Joint Projects





▲ The Alaskan Way Viaduct.

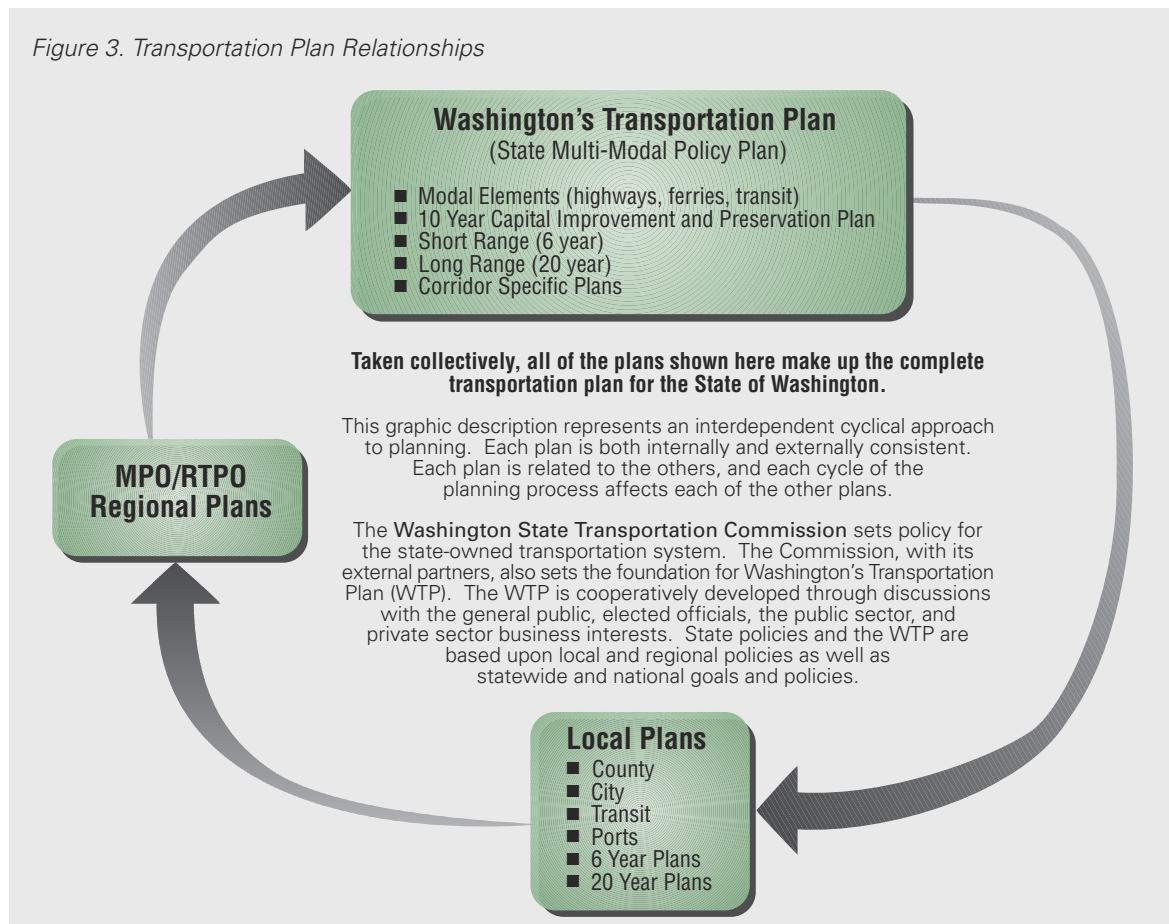
Using the Framework of Community Partnership Design

The recommended guidelines in this book have been created within the framework of the Washington Transportation Commission's "Vibrant Communities" concepts. Real partnerships don't simply occur on a project-by-project basis, but are the result of continuous, collaborative, and respectful relationships. In fact, they involve an entire *process* of working with communities that call for good communication skills, meaningful public involvement, listening, collaboration, and compromise.

In other words:

Simultaneously advancing the objectives of safety, mobility, enhancement of the natural environment and preservation of community values.

Figure 3. Transportation Plan Relationships





A new model for joint projects requires a new way of thinking, a new approach to projects, and a new willingness to craft innovative ways to meet both community and WSDOT priorities.

This kind of approach, which relies on early, **good communication and partnership, goes a long way toward preventing the “rework” cycle**—that is, the need to go back and completely redesign the project because not all of the players have been on board from the beginning.

This approach can be a little intimidating, as some team members may fear that they are compromising design requirements or safety or council or commission direction. Others may feel there has to be an “us” versus “them” on joint projects. There may even be concerns that this collaborative approach will cost more time and money, although the opposite is often true.

The WSDOT is incorporating both the concepts and the practices inherent in the Context Sensitive Design (CSD) programs that have been promoted throughout the United States. The agency brings its own Community Partnership Program and governing policies forward to create new collaborative mechanisms for joint projects.

WSDOT Tools include:

- Community Partnership Program
- Safety and Aesthetics Program
- Managing Project Delivery Training
- WSDOT’s Technology Transfer Center (T2)
- Local Agency Guidelines (LAG) Manual

And WSDOT has initiated the development of a Safety and Aesthetics Program. This program is a multi-faceted effort integral to implementing principles of CSD in Washington State. CSD considers the elements of mobility, safety, environment, and aesthetics from the beginning to the end of the project process. This program is developing frameworks to incorporate innovative designs, evaluate the effectiveness of those designs, and work with local communities in the development of urban-related elements in the design manual guidelines. The WSDOT also has Managing Project Delivery training, which lays out an excellent

framework for project development. Combined, these three tools make a strong resource package that can be used to change the way in which joint projects are managed throughout Washington.

Getting Started: An Overview of Joint Projects

Transportation capacity or mobility projects in Washington State generally begin at the city or county level. As the population and economy grow and shift, transportation infrastructure may also need to expand or change to accommodate

Figure 4. A Schematic of Successful Project Delivery

Any joint project can be explained in five primary steps. These include:





photo Rita Robinson, DCTED

▲ An example of changing land use in Bellevue.

these changes. The WSDOT works closely with tribes, cities, towns, and counties as well as the Regional Transportation Planning Organizations (RTPOs) and Metropolitan Planning Organizations (MPOs) and others to understand the demands of growth on the state's transportation system.

Local agencies must also seek to provide infrastructure within their own jurisdictions. Washington's Transportation Plan summarizes the need for all of these components of the state's network of roads, streets, bridges, transit, rail, ferries, air, and non-motorized modes of transportation. The WSDOT also prepares plans for the systems it has jurisdiction over: highways, ferries, airports, and other pieces of the network the state owns and operates. They do even more comprehensive planning for the parts of the network in their ownership. The RTPOs/MPOs describe the regional or metropolitan network made up of state, local, or privately owned transportation facilities and services in their regional or metropolitan transportation plans.

In their comprehensive planning and land use decisions, local governments establish their vision for managing growth and the needed infrastructure to support it. These agencies establish development regulations that specify the level of service they desire for the streets and roads, in their vicinity. The WSDOT uses this information in developing its route or corridor plans. These plans identify the improvements or preservation projects that will be needed to support the growth

of the area. These plans may address applicable design criteria, access management, and any design deviations applicable to a given route or route segment. This information of projected need, in turn, is compiled in WSDOT's 20-year Washington Transportation Plan (WTP) and the Highway System Plan (HSP).

Depending on the funding available from the Legislature, the WSDOT prioritizes the most needed projects. This means that improvement and preservation projects on state routes compete for funding within their project type subcategories on a benefit/cost basis. This ensures to taxpayers that the projects with the "highest benefit to users per dollar spent" will be built first. An example of the Olympic Region's project list is shown on page 7. The projects get scoped to determine the appropriate design and cost and are then funded as the financial resources become available.

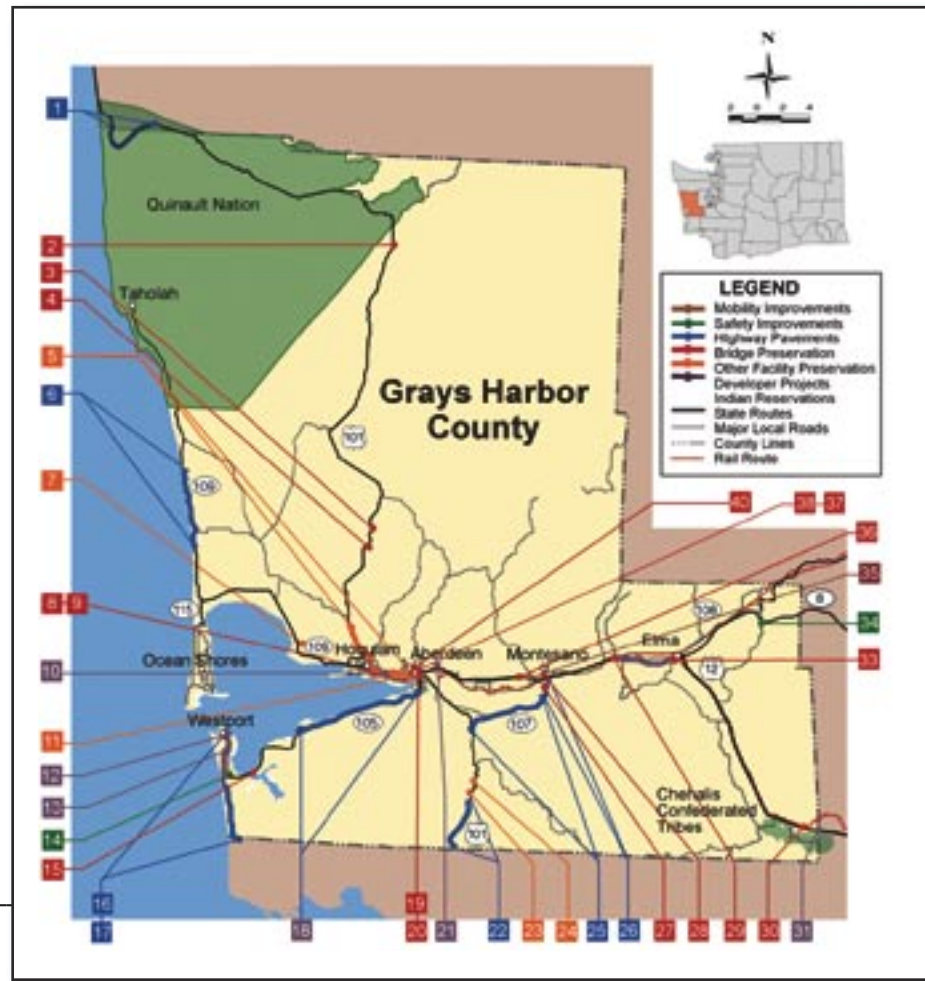
The Growth Management Act (GMA) requires that RTPOs certify that the transportation element of comprehensive plans adopted by counties, cities, and towns reflect approved RTPO transportation guidelines and principles. Both MPOs and RTPOs update regional transportation improvement programs (RTIP) at least once every two years. The updated RTIPs constitute the State Transportation Improvement Program (STIP):

- Projects that originated in local MPO/RTPO Transportation Plans,
- Projects that are federally funded, and
- All WSDOT and regionally significant projects regardless of funding source.

Identifying Funding Sources

There are a number of funding sources for projects initiated by local agencies and/or WSDOT. Teams involved in a Community Partnership project should note that **each source of funding is accompanied by its own set of requirements**. It may be a requirement to include certain project elements, or there may be deadlines to expend funding by phases, and there may stipulations about the appropriate manual for design. Issues linked to the funding source should be understood by the entire project management team to enhance project

Figure 5. Example of Best Practices: WSDOT Olympic Region's Grays Harbor County Capital Improvement and Preservation Program



	Project Description	Funding Status
1	US 101 - Project overlays 4.44 miles from Clearwater road to Queets with asphalt concrete pavement	DESIGN, CN
2	US 101 - Project replaces the structurally deficient South Fork Boulder Creek bridge (McCalla Creek)	DESIGN, CN
3	US 101 - Project replaces the structurally deficient West Fork Hoquiam River bridge 101/145	DESIGN, CN
4	US 101 - Project replaces the structurally deficient West Fork Hoquiam River bridge 101/142	DESIGN, CN
5	US 101 - Project rehabilitates fourteen signal systems in Aberdeen	DESIGN, CN
6	SR 109 - Overlays 7.18 miles from Copalis Beach to Roosevelt Beach with asphalt concrete pavement	DESIGN, CN
7	SR 109 - Project replaces an existing culvert (Grass Creek Vicinity)	DESIGN, CN
8	US 101 - Project provides a seismic retrofit to Hoquiam River bridges to reduce risk of earthquake failure	DESIGN, CN
9	US 101 - Project rehabilitates mechanical and electrical equipment on Hoquiam River bridges	DESIGN, CN
10	US 101 - Development and/or State may address crosswalk between a McDonalds Restaurant and YMCA	UNDER REVIEW
11	US 12 - Project rehabilitates two signal systems in Aberdeen	DESIGN, CN
12	SR 105 Spur - Development may warrant a new signal at Wilson Ave & NB left turn lane to WB Jetty Access Rd	UNDER REVIEW
13	SR 105 Spur - Development may relocate/add mid block access or create a fourth intersection leg in future (Bed & Breakfast)	UNDER REVIEW
14	SR 105/SR 105 Spur - Project provides right/left turn channelization and upgrades illumination at Westport	DESIGN, CN
15	SR 105 - Project rehabilitates the Elk River bridge deck	DESIGN, CN
16	SR 105 - Project overlays 3.89 miles from Pacific County line to Bonge Avenue with asphalt concrete pavement	DESIGN, CN
17	SR 105 - Project overlays 4.73 miles from Bonge Avenue to E Dock Street with asphalt concrete pavement	DESIGN, CN
18	SR 105 - Project overlays 9.75 miles from Johns River to Edward Smith Drive with asphalt concrete pavement	CN
19	US 12 - Project cleans and paints the Wishkah Street bridge	DESIGN, CN
20	US 12 - Project repairs the grid deck on Wishkah Street bridge	DESIGN, CN
21	US 12 - Development may warrant a new signal and/or other improvements of Sargent Boulevard (Sierra Pacific Wood Processing Plant)	UNDER REVIEW
22	US 101 - Overlays 4.37 miles from Pacific County line to Lund Rd vicinity with asphalt concrete pavement	DESIGN, CN
23	US 101 - Project flattens slopes, replaces a culvert, and removes wood fiber fill two miles South of Artic	UNFUNDED
24	US 101 - Project stabilizes a side slope one mile South of Artic to reduce risk of road closure	UNFUNDED
25	SR 107 - Project overlays 6.71 miles from US 101 to Chehalis River with asphalt concrete pavement	DESIGN, CN
26	SR 107 - Project overlays 0.90 miles from Chehalis River to US 12 with asphalt concrete pavement	DESIGN, CN
27	SR 107 - Provides a seismic retrofit to Chehalis River bridge 107/4 to reduce risk of earthquake failure	UNFUNDED

CN - Construction

communication and disclose project issues for all members of the team.

Two common governing documents in Washington State are the Local Agency Guidelines (LAG) and WSDOT's Design Manual.

If a joint project is planned by a community and it receives funding, it's imperative that the local agency initiate contact with the WSDOT Region if the project is located on a state route—or if final design will be governed by WSDOT.

The table in *Chapter 7* of this *Guidebook* details the review and approval process for many of these types of joint projects. This early contact with WSDOT will insure that the project team understands, up front, the constraints and issues that may arise as the project moves to construction. Understanding the approval process for

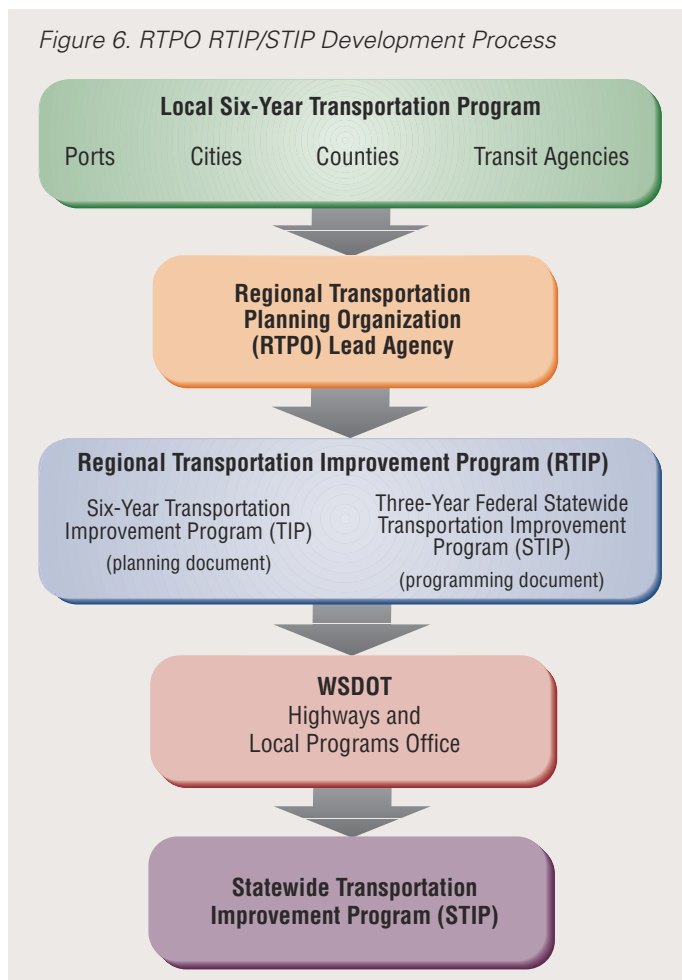
different highways is critical to the success of your projects. Highways have different functional classes, access controls, and federal and state requirements in their design and operation. These differing variables play an important role in which projects are ultimately approved.

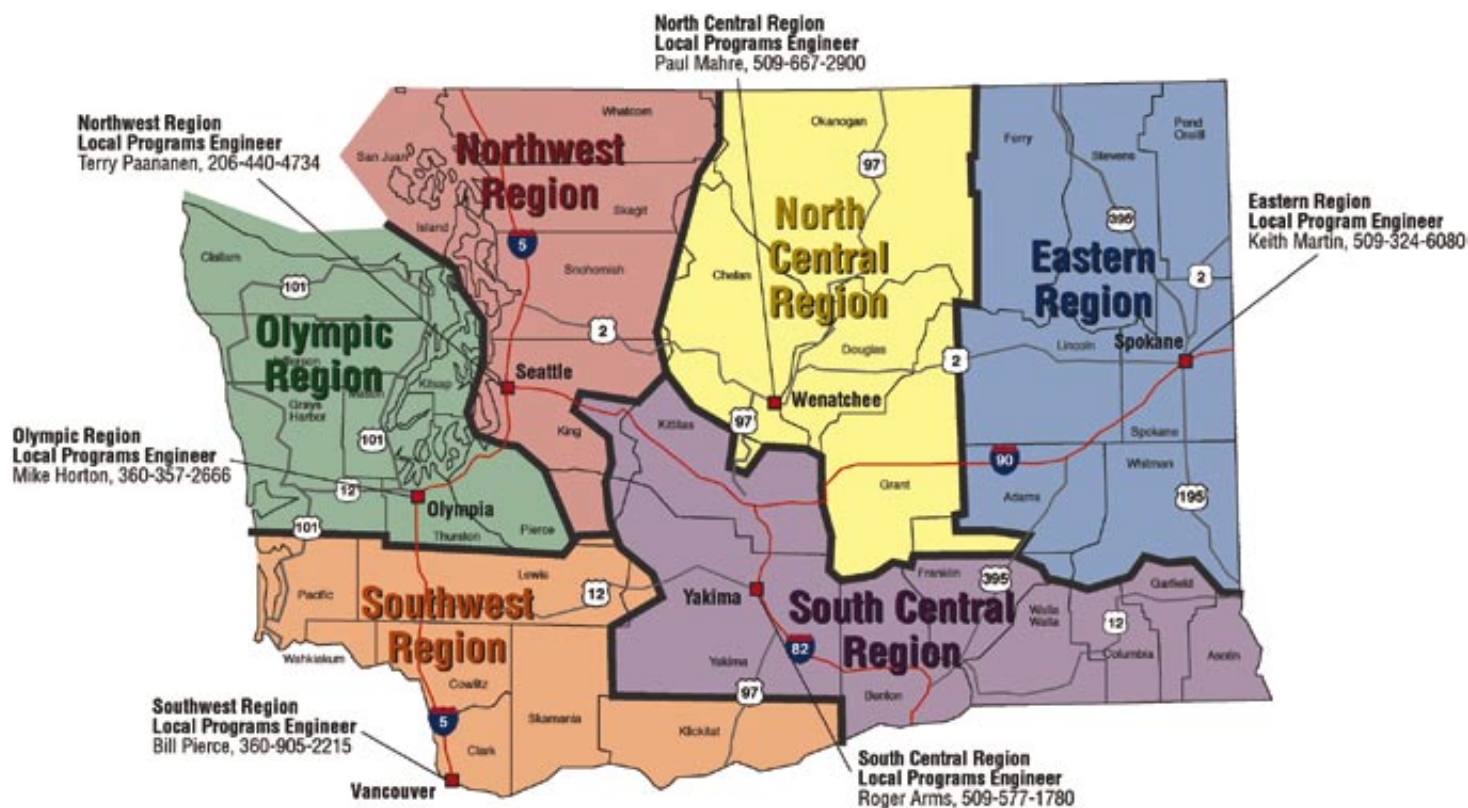
When searching out funding options for joint projects it's important to remember that WSDOT cannot pay for all the amenities that might be approved on a state-owned roadway, but there are a number of other resources that may be available. The community is often the best agency to identify sources of funding for the early stages of project visioning and conceptions. Also see *Chapter 7 Tools and Resources* for more creative ideas with early visioning work. To determine what can or can't be paid for with either WSDOT funds or other state or federal funds, the best place to start is with your regional Local Programs Engineer. They are located in each of WSDOT's six regions throughout the state and are the direct link between WSDOT, local agencies, and partners such as tribal governments, ports, and transit. The primary responsibility of the regional offices is to manage federal and state funds in a way that allows the agencies to be successful in their transportation endeavors. At the same time, the region staff helps agencies comply with program requirements and provide technical assistance.

In the Northwest Region (NWR) of WSDOT while the initial contact may be to the Local Programs Engineer, you will quickly be put in touch with the appropriate area personnel for the most effective coordination. The NWR has been subdivided into three areas, each of which is charged with responsibility for all the state routes in its area and associated projects and programs.

Also, the Local Programs Engineers work closely with public works staff, engineering staff, and elected officials. They guide, counsel, and collaborate with these agencies on project scoping, funding, design, environmental documentation, construction and project closure. The Local Programs Engineers also ensure representation of, and advocacy for, each agency's transportation concerns, interests, and needs.

Figure 6. RTP/RTIP/STIP Development Process





To learn more about the different regions within Washington State visit WSDOT's web site and click on the region name to take you to their home page.
www.wsdot.wa.gov/TA/Staff/RegStaff.htm

Local Programs Engineers at WSDOT Regions

Headquarters

360-705-7000
 310 Maple Park Avenue SE
 PO Box 47300
 Olympia, WA 98504-7300

- Doug MacDonald, Secretary of Transportation
 e-mail: MacDonD@wsdot.wa.gov
- Kathleen Davis, 360-705-7871
 Highways and Local Programs Director
 e-mail: davisk@wsdot.wa.gov

Olympic Region

360-357-2600
 5720 Capitol Boulevard
 PO Box 47440
 Olympia, WA 98504-7440

- Mike Horton, 360-357-2666
 Local Programs Engineer

Northwest Region

206-440-4000
 15700 Dayton Avenue North
 Seattle, WA 98133-9710

- Terry Paananen, 206-440-4734
 Local Programs Engineer
- For specific regional areas:
 Snohomish/King County Area Administrator:
 Ron Paananen, 206-440-4696
 Mount Baker Area Administrator:
 Todd Harrison, 206-440-4711

Eastern Region

509-324-6000
 2714 North Mayfair Street
 Spokane, WA 99207-2090

- Keith Martin, 509-324-6080
 Local Programs Engineer

North Central Region

209-667-3000
 1551 North Wenatchee Avenue
 PO Box 98
 Wenatchee, WA 98807-0098

- Paul Mahre, 509-667-2900
 Local Programs Engineer



Key Concept

***Collaboration, Collaboration,
and More Collaboration***

South Central Region

509-577-1600
2809 Rudkin Road, Union Gap
PO Box 12560
Yakima, WA 98909-25360

- Roger Arms, 509-577-1780
Local Programs Engineer

Southwest Region

360-905-2000
11018 NE 5th Circle
S-15, PO Box 1709
Vancouver, WA 98682-6686

- Bill Pierce, 360-905-2215
Local Programs Engineer

Another excellent resource for funding assistance is the **Infrastructure Assistance Coordinating Council (IACC)**. The IACC is a nonprofit organization made up of staff from state and federal agencies, local government associations, nonprofit technical assistance firms, tribes, and universities.

Its purpose is to improve the delivery of infrastructure assistance, both financial and technical, to local governments and tribes. It does this by keeping members informed of changes in programs and services. About every other year, the IACC sponsors a statewide conference that brings these program representatives together with local government staff.

Over 215 federal and state programs are listed on IACC's database website: www.infracfunding.wa.gov. Depending on the type of funding source, eligible agencies include: cities, counties, port districts, tribes, transit agencies, school districts, economic development councils, rail districts, private railroads, public and private employers, non-profit and private for-profit transportation agencies and regional and state governments including WSDOT.

Major Sources of Funds in Washington

WSDOT Highways & Local Programs (H&LP)

The WSDOT H&LP Division administers many transportation-related grants, including both federal and state programs, which are critical to local agencies throughout the state. The major federal source of transportation revenue is the federal Transportation Equity Act for the 21st Century (TEA-21) funds, many of which are used for "main street" type projects. TEA-21 is intended to integrate the transportation system to help ensure Americans' prosperity and quality of life into the new century. The four state grant programs administered through WSDOT H&LP provide assistance to local agencies for improvements and preservation of their transportation system. 360-705-7389 www.wsdot.wa.gov/TA/HOMEPAGE/HLPHP.html

County Road Administration (CRAB)

This agency is a major resource for counties. CRAB administers two grant programs for counties to preserve and improve county roads. 360-753-5989 www.crab.wa.gov/newabout.asp



photo Jim Sayoe, City of Long Beach

▲ Downtown Long Beach.

Transportation Improvement Board (TIB)

This agency is a resource for cities, urban counties and transportation benefit districts. TIB administers five grant programs to preserve and improve local agency roadways. 360-705-7300
www.tib.wa.gov

Washington State Public Works Trust Fund

The Public Works Trust Fund provides loans to local agencies to preserve, improve and repair eligible infrastructure projects. 360-725-5000
www.pwb.wa.gov

Washington State Department of Transportation

WSDOT funds (variable depending on legislated budgets) projects and programs on state-owned or state-impacted systems. Your regional local programs engineer is the contact to assist agencies in determining the types of funds that may be appropriate for particular projects. 360-705-7000
www.wsdot.wa.gov/TA/Staff/RegStaff.htm



▲ Before: Downtown Newport.



▲ After: Downtown Newport (computer visualization, WSDOT).

Example of Leveraged Partnership – Newport Downtown Couplet

Funding Sources:	Local Improvement District	\$500,000
	WSDOT Highway Paving Funds	\$920,000
	Statewide Competitive Program	\$895,000
	City of Newport	\$120,000
	Transportation Improvement Board	\$140,000
	Surface Transportation Program, Railroad Crossing	\$200,000
	Surface Transportation Program, Rural regionally	\$60,000
	Community Development Block Grant	\$750,000
	Forest Service	\$250,000
	Total	\$3,835,000

Local Funding Sources

These sources are generally gas tax allocation, funds from locally levied property, or other taxes such as added state sales tax and are budgeted and programmed by the administering agency. In addition, business districts can form Local Improvement Districts (LIDs) for local capital improvements.

In some cases, local civic organizations or clubs or neighborhoods raise funds to build minor improvements or to maintain them.

Federal Sources

WSDOT Highways and Local Programs (H&LP)

The major federal source of transportation revenue is the federal Transportation Equity Act for the 21st Century (TEA-21) funds, many of which are used for “Main Street” type projects. TEA-21 is intended to integrate the transportation system to help ensure Americans’ prosperity and quality of life into the new century.

Another federal source of revenue administered by H&LP is the Hazard Elimination Safety Program (HES). These funds are strictly for safety improvements.

*For more great resources refer to **Chapter 7 Tools and Resources**.*



photo Julie Mercer Matlick, WSDOT

▲ *These special decorative pedestrian lights and sidewalk enhancements were paid for by the local downtown Auburn businesses using an LID.*



photo Julie Mercer Matlick, WSDOT

▲ *Sidewalk details in Mercer Island*